

OFFICE OF THE  
AUDITOR GENERAL  
MANITOBA

Web Version

September 2012

**Follow-up of Our December 2006 Report:**

**Audit of the Child and Family Services Division  
Pre-Devolution Child in Care Processes and Practices**

## Our vision

The Office of the Auditor General is an accessible, transparent and independent audit office, serving the Manitoba Legislature with the highest standard of professional excellence.

## Our desired outcomes

Government organizations focus on results.

Government organizations produce meaningful, user-friendly performance reports for the public.

The Public Accounts Committee and the Legislative Assembly closely monitor the spending of public funds.

## Our objectives

To add value to the management systems and practices of government organizations.

To provide Members of the Legislative Assembly with relevant information.

To manage our internal business effectively.

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### **Professional excellence**

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We are accountable for our individual contributions to the products and services we provide.

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We use taxpayers' money efficiently and effectively.



September 2012

The Honourable Daryl Reid  
Speaker of the House  
Room 244, Legislative Building  
Winnipeg, Manitoba  
R3C 0V8

Dear Sir:

It is an honour to provide you with my report titled, *Follow-up of our December 2006 Report: Audit of the Child and Family Services Division Pre-Devolution Child in Care Processes and Practices*, to be laid before Members of the Legislative Assembly in accordance with the provisions of Sections 11 and 28(1) of *The Auditor General Act*.

Annually, we conduct follow-up reviews of previously issued reports to provide the Legislature with information on the progress made by the audited organizations in implementing our recommendations. Our most recent follow-up report was issued in January 2012 and we expect our next follow-up report to be issued in January 2013. We are releasing our follow-up of the 2006 Audit of Child and Family Services now to make it available to the Commission of Inquiry into the Circumstances Surrounding the Death of Phoenix Sinclair (the Commission was mandated to consider our 2006 report).

This follow-up report differs from our regular follow-up reports in that, for each recommendation, we describe the underlying issue and describe the significant actions taken by the Department of Family Services and Labour, information we believe will be useful to the Commission.

Respectfully submitted,

**Original document signed by  
Carol Bellringer**

Carol Bellringer, FCA, MBA  
Auditor General

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- Appendix B: Recommendations from our 2006 report directed to the CFS Authorities**
- Appendix C: Recommendations from our 2006 report directed to the mandated agencies**

# Introduction

This report is a follow-up to our December 2006 report titled *Audit of the Child and Family Services Division Pre-Devolution Child in Care Processes and Practices*. It differs from our regular follow-up reports in that, for each recommendation, we describe the underlying issue and describe the significant actions taken by the Department of Family Services and Labour. A different report style was believed needed because of the potential use of the follow-up report by the Commission of Inquiry into the Circumstances Surrounding the Death of Phoenix Sinclair (the Commission was mandated to consider our 2006 report).

We have included a summary of our 2006 report, a description of the delivery of child and family services since devolution, a description of our follow-up process, and a summary of the implementation status of our recommendations. We conducted this follow-up as a review, not an audit. Appendix A describes the nature of a review and includes our review comments.

## Summary of our December 2006 report

### Initiation of the audit

In 1999, the Government of Manitoba launched a major restructuring of the Province's child and family services system. Guided by recommendations of the 1991 *Report of the Aboriginal Justice Inquiry*, the process culminated in the proclamation of *The Child and Family Services Authorities Act (The CFSA Act)* on November 24, 2003. *The CFSA Act* transferred responsibility for oversight of agencies mandated to provide social services, from the Province to 4 new Child and Family Services Authorities (CFS Authorities). *The Child and Family Services Act* and *The Adoption Act* remained in effect.

Because of the significance of the devolution of provincial responsibilities to the CFS Authorities, and the potential impact on children in care and families, we initiated an audit to assess whether the Child and Family Services Division (CFS Division) of the Department of Family Services and Housing (now Family Services and Labour) had effective processes and practices in place, in relation to the mandated agencies, prior to the transfer of these responsibilities. For the year ended March 31, 2004, the Province spent \$138.5 million to provide child and family services through mandated agencies.

### Audit objectives

Our audit objectives were:

- To determine whether an effective accountability framework was in place to ensure the mandated agencies were performing as expected by the Department.
- To determine whether the mandated agency funding model for children in care was appropriate to ensure fair and equitable funding levels were provided consistent with the expected quantity and quality of services.

## Follow-up of Our December 2006 Report

- To determine whether practices at mandated agencies were sufficient to ensure the needs of children in care were effectively addressed.
- To gain an understanding of the roles and responsibilities of the CFS Authority Boards of Directors and review the governance structures put in place by each CFS Authority by March 31, 2005.

### Audit conclusions in our 2006 report

We concluded that, as at March 31, 2004, an effective accountability framework over mandated agencies with respect to children in care was not fully in place. As at that date, systemic issues such as a funding model that could not be fully explained, insufficient monitoring over mandated agencies, and an incomplete and inaccurate central information system had not yet been addressed. As a result of our audit, we also concluded that management practices at mandated agencies required strengthening, and that as at March 31, 2005 the CFS Authority Boards were at different stages of development and were actively working to ensure that appropriate governance structures were in place.

At the time of our audit, the CFS Division had focused considerable effort on the development and implementation of plans to successfully transition the responsibility for mandated agencies to the 4 CFS Authorities. Many of the systemic problems identified in our report had been recognized and acknowledged by the CFS Division with plans to resolve the problems either during or after this devolution process. The devolution Implementation Plan anticipated addressing these areas prior to March 31, 2004. A number of these areas had not yet been addressed by March 31, 2004.

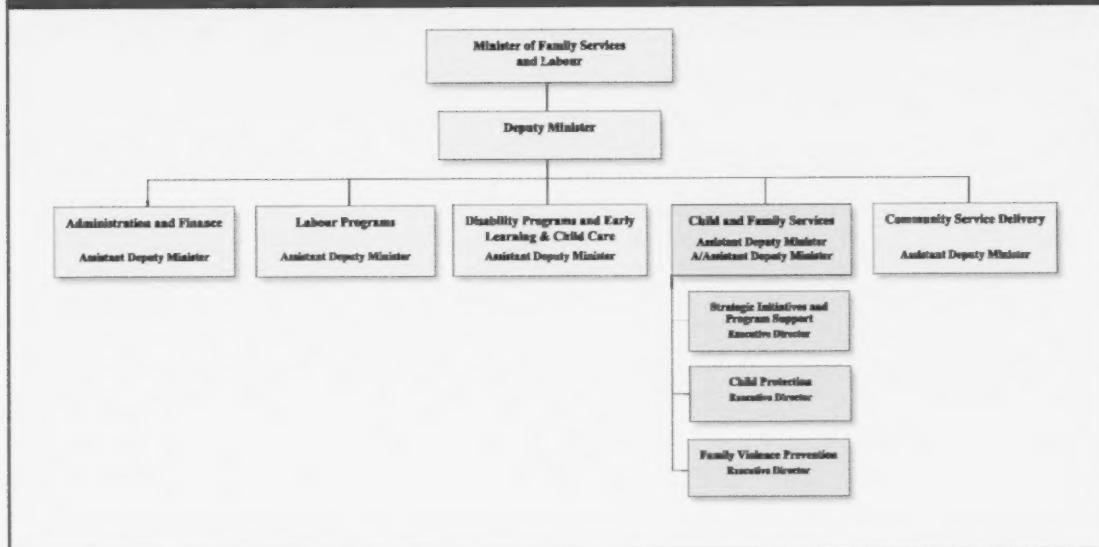
A copy of the full 2006 report can be downloaded from our website: [www.oag.mb.ca](http://www.oag.mb.ca). Click **Reports**, then select **Display Reports**, then from the drop down menu, **choose 2006**.

### Delivery of child and family services since devolution

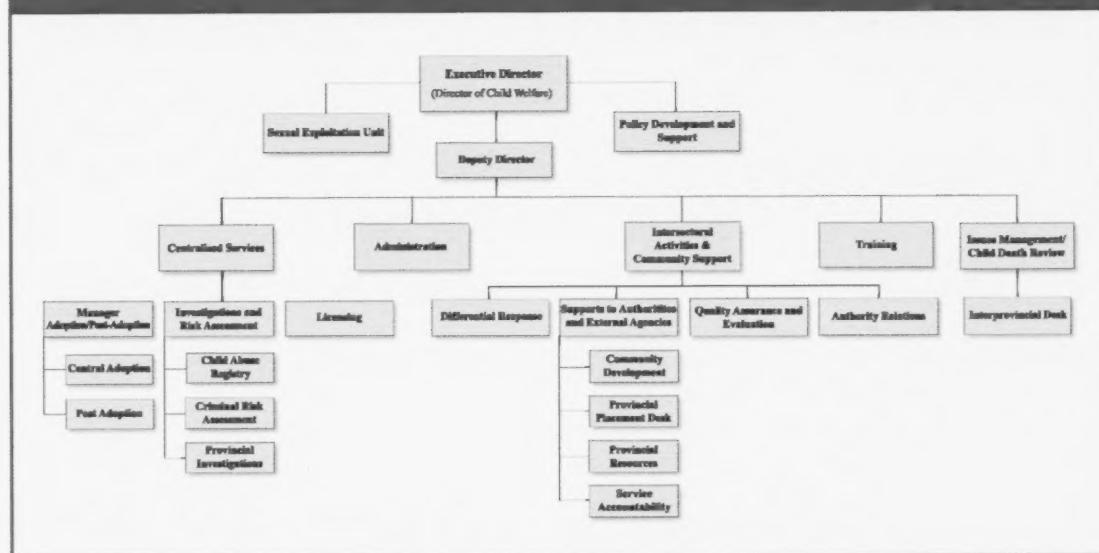
Subsequent to our 2006 audit, the Department of Family Services and Housing was reorganized and is now known as Family Services and Labour (the Department). A summarized organization chart for the Department is presented in Figure 1, and for the Child Protection Branch in Figure 2.

## Follow-up of Our December 2006 Report

**Figure 1 - Family Services & Labour summarized organization chart - April 2012**



**Figure 2 - Child Protection Branch - April 2012**



## Follow-up of Our December 2006 Report

### Child and Family Services - program delivery

Child and family services in Manitoba are governed by *The Child and Family Services (CFS) Act*, *The Child and Family Services Authorities (CFSA) Act* and *The Adoption Act*.

*The CFSA Act* establishes the 4 CFS Authorities, and defines their responsibility for delivering child and family services in the Province through their mandated agencies and regional offices.

The Child and Family Services Division of the Department oversees services for children in care throughout the Province. This includes responsibility for:

- setting Provincial objectives and priorities for the provision of child and family services
- establishing policies and standards for the provision of child and family services
- providing support services to Authorities
- monitoring the Authorities to ensure that they carry out their responsibilities under *The CFSA Act*.

Agreements between the Government of Manitoba and each of the CFS Authorities define the responsibilities of each party, as well as Authority reporting requirements and Authority funding. The Agreements also include provisions to allow the Department to evaluate, audit and review Authority operations.

### CFS Authorities

The 4 CFS Authorities are responsible for the delivery of child and family services under *The CFSA Act* and *The Adoption Act*. The CFS Authorities oversee the 23 mandated agencies that provide these services. Figure 3 lists the 4 CFS Authorities and the person or organization responsible for appointing board members.

**Figure 3**

CFS Authority	Board members appointed by:
General Child and Family Services Authority	The Minister
First Nations of Southern Manitoba Child and Family Services Authority	The Assembly of Manitoba Chiefs (AMC) Secretariat Inc. on the recommendation of the Southern First Nations members of the Assembly
First Nations of Northern Manitoba Child and Family Services Authority	The Manitoba Keewatinowi Okimakanak Inc.
Métis Child and Family Services Authority	The Manitoba Métis Federation Inc.

First Nation children in care (throughout the Province) are assigned to either the First Nations of Northern or the First Nations of Southern CFS Authority depending on the child's cultural heritage (or any of the 4 Authorities as selected by the family). Métis children in care (throughout the Province) are assigned to the Métis CFS Authority (or any of the 4 Authorities as selected by the family). All other children in care (throughout the Province) are assigned to the General CFS Authority (or any of the 4 Authorities as selected by the family).

The responsibilities of the CFS Authorities include:

- promoting the safety, security and well-being of children and families, and protecting children in need of protection
- developing objectives and priorities for providing child and family services consistent with provincial objectives and priorities
- delegating the mandate for service delivery to their respective service delivery agencies and ensuring that these agencies provide services and follow practices consistent with provincial standards, objectives and priorities
- ensuring that child and family services prescribed by regulation are provided or made available, and ensuring that there is reasonable access to services generally
- ensuring that child and family services are provided:
  - in a manner responsive to the needs of the children and families receiving the services
  - where practicable, in the language in which those children and families ordinarily communicate with each other
- determining how funding is to be allocated among the agencies it has mandated in order to meet:
  - the objectives and priorities developed by the authority
  - provincial objectives and priorities
- cooperating with other Authorities, the Director of Child and Family Services and others to ensure that the delivery of child and family services in the Province is properly coordinated.

As described in Figure 4, the CFS Authorities receive funding from the Department for their own operating costs as well as for the operating costs of their mandated agencies. Funding amounts are determined based on the Department's Authority and Agency Funding Model. In October 2010, the Department implemented a new funding model which, for First Nations CFS mandated agencies, uses a 60/40 percent provincial/federal split for agency core funding. This split reflects the fact that approximately 60% of children in care of First Nations CFS mandated agencies were funded and supported by the Provincial Government and approximately 40% of children in care of First Nations CFS mandated agencies were funded and supported by the Government of Canada. This sharing formula will be in place for 5 years.

## Follow-up of Our December 2006 Report

**Figure 4 - Funding to Authorities and mandated agencies**

Service provider	Funding source
First Nations of Northern Manitoba CFS Authority, and First Nations of Southern Manitoba CFS Authority	Provincial funding for Authority operations Provincial funding for 60% of mandated agency operating costs
General CFS Authority, and Métis CFS Authority	Provincial funding for Authority operations Provincial funding for mandated agency operations
Mandated agencies of the First Nations of Southern and Northern CFS Authorities	Authority funding for 60% operating costs Federal funding for 40% of operating costs Provincial funding for child maintenance Federal funding for child maintenance for First Nations children who are a federal responsibility
Mandated agencies of the General and Métis CFS Authorities	Authority funding for operating costs Provincial funding for child maintenance
Regional offices of the General CFS Authority	Provincial funding for operations and child maintenance

Provincial funding provided to each CFS Authority, for authority and mandated agency operations, are detailed in Figure 5.

**Figure 5 - Provincial funding - CFS Authorities (\$000's)**

Service provider	2009/10	2010/11	2011/12
<b>First Nations of Northern Manitoba CFS Authority and its mandated agencies</b>			
First Nations of Northern Manitoba CFS Authority	\$ 11,583	\$ 13,344	\$ 20,964
Awasis Agency of Northern Manitoba	5,124	5,978	5,963
Cree Nation Child and Family Caring Agency	10,982	11,544	15,198
Island Lake First Nations Family Services	2,488	3,281	4,141
Kinosao Sipi Minisowin Agency	4,414	6,458	5,739
Nisichawayasihk Cree Nation Family and Community Services	5,923	7,039	7,437
Opaskwayak Cree Nation Child and Family Services, Inc.	1,383	1,979	1,619
Nikan Awasiak Agency <sup>1</sup>	0	0	217
<b>Sub-total</b>	<b>\$ 41,897</b>	<b>\$ 49,623</b>	<b>\$ 61,278</b>

## Follow-up of Our December 2006 Report

**Figure 5 (cont'd)**

Service provider	2009/10	2010/11	2011/12
<b>First Nations of Southern Manitoba CFS Authority and its mandated agencies</b>			
First Nations of Southern Manitoba CFS Authority	\$ 31,033	\$ 36,534	\$ 45,358
Dakota Ojibway Child and Family Services	8,269	8,521	9,393
West Region Child and Family Services	13,367	13,086	13,713
Southeast Child and Family Services	15,376	16,134	17,285
Intertribal Child and Family Services	2,346	2,628	2,797
Anishinaabe Child and Family Services – West	9,652	9,975	11,637
Peguis Child and Family Services	3,705	3,912	3,642
Sagkeeng Child and Family Services	6,864	6,601	7,276
Animikii Ozoson Child and Family Services, Inc.	7,404	8,128	10,683
All Nations Coordinated Response Network (ANCR)	254	250	256
Sandy Bay	2,107	2,554	3,008
<b>Sub-total</b>	<b>\$ 100,377</b>	<b>\$ 108,323</b>	<b>\$ 125,048</b>
<b>General CFS Authority and its mandated agencies and regional offices</b>			
General CFS Authority	\$ 7,983	\$ 8,950	\$ 13,835
Winnipeg Child and Family Services	54,833	59,240	64,381
Child and Family Services of Central Manitoba	2,318	3,159	3,533
Child and Family Services of Western Manitoba	2,526	2,948	3,458
Jewish Child and Family Services	974	1,150	931
Churchill Child and Family Services	643	511	477
Eastman Region	5,654	4,843	4,985
Interlake Region	1,975	2,087	1,876
Parkland Region	349	366	267
Northern Region – Norman	2,659	2,707	2,500
Northern Region – Thompson	689	729	1,093
<b>Sub-total</b>	<b>\$ 80,603</b>	<b>\$ 86,690</b>	<b>\$ 97,336</b>
<b>Métis CFS Authority and its mandated agencies</b>			
Métis CFS Authority	\$ 7,208	\$ 13,003	\$ 14,034
Métis Child, Family and Community Services Agency	23,009	29,072	33,975
Michif Child and Family Services <sup>2</sup>	0	0	1,825
<b>Sub-total</b>	<b>\$ 30,217</b>	<b>\$ 42,075</b>	<b>\$ 49,834</b>
<b>Total</b>	<b>\$ 253,094</b>	<b>\$ 286,711</b>	<b>\$ 333,496</b>

<sup>1</sup> Nikan Awasiak Agency – Located in Cross Lake, Manitoba received its mandate on October 1, 2011.

<sup>2</sup> Michif Child and Family Services – located in The Pas, Manitoba received its mandate on October 1, 2011.

**Sources:** 2009/10 and 2010/11 Manitoba Family Services and Consumer Affairs Annual Reports  
2011/12 Draft Department Annual Report

## Follow-up of Our December 2006 Report

### Mandated agencies

The mandated agencies of each CFS Authority (as well as the regional offices of the General CFS Authority) are listed in Figure 5. A Service Purchase Agreement between an Authority and a mandated agency articulates the expectations of the accountability relationship.

Figure 4 describes how mandated agencies are funded for their operations and for their child maintenance expenses. Maintenance relates to the costs associated with foster parents, and is based on the determined needs of each child. Maintenance payments are made directly by the Department to the mandated agencies and regional offices based on their billings.

In 2010/11, the number of children in care totaled 9,432. Figure 6 shows the number of children in care by the responsible mandated agency or regional office.

**Figure 6 - Children in care**

Service provider	2009/10	2010/11
<b>First Nations of Northern Manitoba CFS Authority</b>		
Awasis Agency of Northern Manitoba	632	718
Cree Nation Child and Family Caring Agency	640	659
Island Lake First Nations Family Services	355	370
Kinosao Sipi Minisowin Agency	293	357
Nisichawayasihk Cree Nation Family and Community Services	414	376
Opaskwayak Cree Nation Child and Family Services, Inc.	117	114
Nikan Awasisak Agency	0	0
<b>Total</b>	<b>2,451</b>	<b>2,594</b>
<b>First Nations of Southern Manitoba CFS Authority</b>		
Animikii Ozoson Child and Family Services Inc.	268	304
Anishinaabe Child and Family Services	498	502
Child and Family Services All Nations Coordinated Response Network	41	43
Dakota Ojibway Child and Family Services	650	664
Peguis Child and Family Services	198	204
Sagkeeng Child and Family Services	299	322
Sandy Bay	264	261
Southeast Child and Family Services	1,111	1,085
West Region Child and Family Services	691	655
<b>Total</b>	<b>4,186</b>	<b>4,198</b>

## Follow-up of Our December 2006 Report

*Figure 6 (cont'd)*

Service provider	2009/10	2010/11
<b>General CFS Authority</b>		
<b>Mandated agencies</b>		
Child and Family Services of Central Manitoba	101	155
Child and Family Services of Western Manitoba	146	164
Churchill Child and Family Services	18	12
Jewish Child and Family Services	28	26
<b>Regional offices</b>		
Eastman Region	173	182
Interlake Region	65	75
Northern Region	95	80
Parkland Region	6	10
Winnipeg Region	1,054	1,028
<b>Total</b>	<b>1,686</b>	<b>1,732</b>
<b>Métis CFS Authority</b>		
Métis Child, Family and Community Services Agency	797	908
Michif Child and Family Services Agency	0	0
<b>Total</b>	<b>797</b>	<b>908</b>
<b>Overall Total</b>	<b>9,120</b>	<b>9,432</b>

**Source:** Family Services and Consumer Affairs 2010-2011 Annual Report. Numbers include both federal and provincial responsibility

## Follow-up of Our December 2006 Report

### Follow-up process

Our 2006 report included 86 recommendations. Twenty-eight (28) were directed to the Department of Family Services and Labour, 39 to the Authorities, and 19 to the mandated agencies. In conducting this follow-up we focused solely on the recommendations directed to the Department, with the exception of Recommendation 44 which was directed to the Authorities but which we believe was best followed-up from the Department's perspective. As such we directly followed-up on 29 recommendations.

We believe that the Department, as part of its Quality Assurance Reviews of Authorities, should follow-up on the resolution of issues underlying our 39 recommendations to the Authorities (see Appendix B for a listing of the 39 recommendations). Similarly we believe that the Authorities, as part of their Quality Assurance Reviews of mandated agencies, should follow-up on the resolution of issues underlying our 19 recommendations to mandated agencies (see Appendix C for a listing of the 19 recommendations).

In following up on the status of recommendations directed to the Department, we met with management to get a briefing on actions taken and requested supporting documentation. Our conclusions regarding the implementation status of each recommendation and our descriptions of actions taken are based primarily on our review of the supporting documentation.

The status of each of the recommendations has been classified into one of the following categories:

#### ***Implemented/Alternative solution implemented***

The recommendation has been implemented as issued or an alternative solution has been implemented that mitigates the risk identified in the initial recommendation.

#### ***Do not intend to implement***

Management does not intend to implement as issued or mitigate the risk identified in our initial recommendation.

#### ***In progress***

Management is in the process of taking steps to implement our recommendation

#### ***No progress***

Management continues to agree with the recommendation but has made no steps to implement our recommendation.

## Follow-up of Our December 2006 Report

### Implementation status

Figure 7 summarizes the implementation status at May 2012 of the 29 recommendations we followed-up.

**Figure 7 - Implementation status at May 2012**

Total recommendations	Implemented / Alternative solution implemented	In progress
29	15	14
100%	52%	48%

We are pleased to note that the recommendations pertaining to the following critical areas have been satisfactorily implemented or are otherwise resolved (recommendation numbers in parentheses):

- agreements with Authorities (5)
- funding model (18, 19, 20, 21)
- Chief Medical Examiner / Children's Advocate reports (16)
- ensuring all mandated agencies are using CFSIS (13).

Unfortunately, progress has been slow in a number of areas, including recommendations aimed at:

- ensuring an effective central information/case management system (15, 44)
- monitoring Authority operations and conducting quality assurance reviews (7, 10)
- resolving child maintenance funding issues (14, 22, 23, 24)
- ensuring the Child Abuse Registry is updated in a timely manner and is complete (17)
- requiring periodic criminal record and child abuse registry checks for foster parents and other adults with unsupervised access to foster children (27)
- developing a strategic plan with outcome measures (2, 3, 4).

Figure 8 lists all the recommendations followed-up, the status of each, and the page reference in this report to our summary of the actions taken by the Department.

## Follow-up of Our December 2006 Report

**Figure 8 - Implementation status by recommendation (at May 2012)**

	Recommendation	Status	Page
1	That the Province assess the need for consequential amendments to <i>The Child and Family Services Act (CFS Act)</i> and <i>The Adoption Act</i> to reflect the revised powers of the Director of CFS as noted in <i>The Child and Family Services Authorities Act (CFSA Act)</i> .	In progress	16
2	That the Department (CFS Division) complete a Strategic Plan which would include: vision and mission statements; strengths, weaknesses, opportunities, and threats; the goals (priorities) of the CFS Division; the key result areas; the objectives to meet those goals (priorities); performance measurements (balanced mix of outputs and outcomes) to evaluate and assess the key result areas; performance targets to measure against; and a year-to-year comparison of performance.	In progress	17
3	That the CFS Division identify outcome-oriented objectives (contained in a Strategic Plan) for the provision of services to children in care and families.	In progress	17
4	That the CFS Division develop output/outcome measures (contained in a Strategic Plan) on which CFS Authority performance would be assessed.	In progress	17
5	That the Department (CFS Division) negotiate performance agreements with all CFS Authorities in a timely manner. Provisions could include identifying program result expectations, defining the funding model, identifying the content and timing of reporting requirements, compliance to Department policies and standards, and clarifying Department access to information.	Implemented	19
6	That the Department (CFS Division) develop follow-up procedures should CFS Authorities not provide the required reports and information within established deadlines, and establish corrective action plans.	Implemented	20
7	That the Department (CFS Division) analyse CFS Authorities financial reports on a timely manner, in compliance with implemented guidelines and associated checklists.	In progress	21

## Follow-up of Our December 2006 Report

*Figure 8 (cont'd)*

Recommendation	Status	Page
8 That the Department (CFS Division) develop guidelines for analysing statistical information received from the CFS Authorities on the child care system and that these reviews be conducted in a timely manner.	Alternative solution implemented	22
9 That the Department (CFS Division) update their QA Manual in a timely manner to reflect amendments to the Policy and Procedures Manual, the Case Management Standards Manual, and the Program Standards Manual. This would involve developing a quality assurance process to examine all key CFS Authority operations.	Implemented	23
10 That the Department (CFS Division) conduct QA reviews of CFS Authorities.	In progress	23
11 Where the Department (CFS Division) has requested a Quality Assurance (QA) review of a mandated agency, that a plan of action for each recommendation in the QA report be required from the CFS Authority.	Alternative solution implemented	25
12 Where the Department (CFS Division) has requested a QA review of a mandated agency, that follow-up should be jointly coordinated with the CFS Authority.	Alternative solution implemented	25
13 That the Department (CFS Division) in conjunction with the CFS Authorities clarify and confirm their expectations of how the Child and Family Services Information System (CFSIS) is to be used by the CFS Authorities and mandated agencies.	Implemented	26
14 That the Department (CFS Division) develop a standardized approach for addressing the “specialized parent” category used by various mandated agencies resulting in a provincial system that ensures equity among all foster parents.	In progress	27
15 That the Department (CFS Division) explore the benefits of assigning unique identifying numbers to each child in care in the Child and Family Services Information System (CFSIS).	Alternative solution implemented	28
16 That the Department (CFS Division) in coordination with the CFS Authorities develop guidelines as to when a review is to be conducted in response to the Chief Medical Examiners (CME) report.	Alternative solution implemented	29

## Follow-up of Our December 2006 Report

*Figure 8 (cont'd)*

	<b>Recommendation</b>	<b>Status</b>	<b>Page</b>
17	That the Department (CFS Division) work in partnership with the Courts Branch and Public Prosecutions Branch to develop a formal system to convey information on child abuse convictions to the Child Abuse Registrar in a timely manner.	In Progress	31
18	That the Department (CFS Division), in collaboration with the CFS Authorities, determine and assess the rationale and logic for the existing funding models' assumptions, base amounts and calculations, as well as assess whether the models provide fair and equitable funding to the mandated agencies for child maintenance and services to families. If it is determined that fair and equitable funding is not being provided, that an alternative funding model be developed.	Implemented	32
19	That the Department explore entering into discussions with the federal government to obtain required information on federal children in care to enable a comparison of funding levels for federal and provincial children in care. If federal funding is significantly lower than provincial funding levels that the Province determine the impact on the CFS Authority and mandated agency's ability to meet provincial standards of care for federal children and take appropriate action.	Implemented	32
20	That the Department (CFS Division), in collaboration with the CFS Authorities, review the funding model on a periodic basis to ensure continuing appropriateness.	Implemented	32
21	That the Department (CFS Division) include with the funding letters an attachment that details how the CFS Authorities funding is determined.	Implemented	34
22	That the Department (CFS Division), in conjunction with the CFS Authorities, review the existing needs assessment scoring tools for fee-for-service to understand the different approaches in place and from this, develop a standardized scoring tool that would be used Province-wide.	In progress	35
23	That the Department (CFS Division) and the CFS Authorities approve a daily rate to be applied to the fee-for-service that is sensitive to the current local conditions and is established and reviewed annually for each mandated agency.	In progress	36

## Follow-up of Our December 2006 Report

**Figure 8 (cont'd)**

Recommendation	Status	Page
24 That the Department (CFS Division) assess the continuing appropriateness of their Agencies Funding Guidelines that requires mandated agency SNCs review child assessment needs every 6 months. If the CFS Division confirms the continuing appropriateness of those guidelines, that the CFS Division ensure the CFS Authority and the mandated agency funding models appropriately reflect the resources required to meet this standard. If a different standard is deemed to be appropriate, that the policy be revised and communicated to the mandated agencies.	In progress	37
25 That the Department (CFS Division) in collaboration with the CFS Authorities clarify the standard for the minimum frequency for updating child care plans.	In progress	38
26 That the Department (CFS Division) assist the CFS Authorities in developing a standard supervisory review process and form.	Alternative solution implemented	39
27 That the regulations be amended to require that criminal record, child abuse registry, prior contact and medical record checks be updated periodically for foster parents and other adults with unsupervised access to foster children.	In progress	40
28 That the Department (CFS Division) ensure that the CFS Authorities and their mandated agencies comply with <i>The Public Sector Compensation Disclosure Act</i> .	Implemented	41
44 That the CFS Authorities collaborate with the Department (CFS Division) on determining the future use of CFSIS or the potential for the development of a new case management system.	In progress	42

## Follow-up of Our December 2006 Report

The following recommendation tables include brief descriptions of the issues underlying each recommendation and of the actions taken by the Department in relation to each recommendation.

### 2006 Recommendation 1 - Consequential amendments to the CFS Act

That the Province assess the need for consequential amendments to *The Child and Family Services Act (CFS Act)* and *The Adoption Act* to reflect the revised powers of the Director of CFS as noted in *The Child and Family Services Authorities Act (CFSA Act)*.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* *The CFSA Act* and the related Regulations contain provisions that specifically rescind the Powers of the Director of CFS as outlined in *The CFS Act* and *The Adoption Act*. However, *The CFS Act* and *The Adoption Act* were not updated in accordance with these changes.

The powers and duties of the Director of CFS with respect to mandated agencies have been transferred to the CFS Authorities. As a result, certain sections and subsections of *The CFS Act* and *The Adoption Act* were rescinded through *The CFSA Act* and its regulations, without formal changes to *The CFS Act* and *The Adoption Act*. While the procedure to make these changes is legally acceptable, referring to *The CFS Act* or *The Adoption Act* in isolation could be confusing.

#### Status at May 2012

#### Recommendation 1 - In progress

The Department told us that it will consider this recommendation during a more comprehensive review of the Child and Family Services legislation.

The Department also told us that the legal opinion it received from Manitoba Justice states that Regulation 183/2003, which lists the powers of the Director of Child and Family Services that have been transferred to the CFS Authorities, is an acceptable solution.

## Follow-up of Our December 2006 Report

### 2006 Recommendations 2, 3 and 4 - Strategic planning

2. That the Department (CFS Division) complete a Strategic Plan which would include:
  - vision and mission statements
  - strengths, weaknesses, opportunities, and threats
  - the goals (priorities) of the CFS Division
  - the key result areas
  - the objectives to meet those goals (priorities)
  - performance measurements (balanced mix of outputs and outcomes) to evaluate and assess the key result areas
  - performance targets to measure against
  - a year-to-year comparison of performance.
3. That the CFS Division identify outcome-oriented objectives (contained in a Strategic Plan) for the provision of services to children in care and families.
4. That the CFS Division develop output/outcome measures (contained in a Strategic Plan) on which CFS Authority performance would be assessed.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* The Department did not have formal results-oriented goals and outcome measures for the Child Protection Branch of CFS Division. As a result, mandated agency performance was not linked to Department expectations.

The CFS Division's 2003/04 Strategic Plan was a listing of process improvements that were identified to be worked on over the year. The Department did not have outcome measures that could guide the Department and then be used to provide direction to mandated agencies in measuring their performance. In our view, it did not appear that the Department and mandated agencies were operating toward commonly understood managed results.

#### Status at May 2012

#### Recommendations 2, 3 and 4 - In progress

A preliminary draft strategic plan to 2013/14 is being developed. The draft strategic plan identifies 7 goals for the Division and notes that it is considering 6 outcome measures from the National Child Welfare Outcomes Indicator Matrix.

"The following are the 7 goals of the Child and Family Services Division:

1. Supporting the development and maintenance of healthy relationships between parents and children and their extended family networks
2. Assisting families affected by family violence and disruption
3. Addressing the needs of children requiring protection or alternative care

## Follow-up of Our December 2006 Report

### *2006 Recommendations 2, 3 and 4 (cont'd)*

4. Assisting communities and community-based organizations in increasing their capacity to support the healthy development, well-being and inclusion of children and families affected by family violence and family disruption
5. Working collaboratively with our stakeholders
6. Improving outcomes for children and families we serve
7. Providing policy, program, financial and other assistance and direction to the 4 Child and Family Service Authorities, service providers and other organizations to help achieve the above stated goals

In addition to existing output measures/indicators, the Division is considering the following:

For child welfare, the outcome measures from the National Child Welfare Outcomes Indicator Matrix:

1. Recurrence of maltreatment (indicator: recurrence rate, with provisos); goal/direction - reducing
2. The number of children suffering serious injuries or death while receiving child welfare services (indicator: serious child injuries/child deaths while receiving or having received service up to one year prior to injury/death, possibly as a percent of all children in care/having received service); goal/direction - reducing
3. Successful education outcomes for children in care (potential indicators: graduation rates, grade level appropriate to age); goal/direction - improving
4. The number of out-of-home placements (indicators: number of and changes in children in care (CIC) and CIC as a percent of Manitoba child population); goal/direction - safely reducing
5. The number of moves between placements of children in out-of-home placements (indicator: moves in care, with provisos); goal/direction - safely reducing
6. Ethno cultural placement (Aboriginal children placed with an Aboriginal caregiver) (indicator: children's heritage/cultural identify matches placement heritage/cultural identity); goal/direction - safely increasing percent of children in culturally matched placements

For other Programs/Services:

The Division continues to work on developing appropriate measures and indicators (in addition to existing outputs) for Family Conciliation Services and the Family Violence Prevention Program."

## Follow-up of Our December 2006 Report

### 2006 Recommendation 5 - Agreements with CFS Authorities

That the Department (CFS Division) negotiate performance agreements with all CFS Authorities in a timely manner. Provisions could include identifying program result expectations, defining the funding model, identifying the content and timing of reporting requirements, compliance to Department policies and standards, and clarifying Department access to information.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* As of March 31, 2004, the Province did not have performance agreements with the CFS Authorities.

#### Status at May 2012

#### Recommendation 5 - Implemented

Service Purchase Agreements were signed with each CFS Authority in 2004/05 and multiple extensions have been signed since that time. Updated agreements, renamed as Contribution Agreements, were signed with the General CFS Authority (2007) and the Northern CFS Authority (2010). These Agreements contain an extension clause which allows the Agreements to "remain in full force and effect without change beyond the expiry date." All CFS Authority Agreements include the following sections: Authority Responsibilities; Authority Reporting Requirements; Funding Model; and Evaluation, Audit and Review.

Of concern is that all CFS Authority Agreements have expired (or will expire shortly), as detailed below:

- General CFS Authority – expired as of March 2010 (extension clause in force)
- Métis CFS Authority – expires at end of September 2012
- Northern CFS Authority – expired as of March 2012 (extension clause in force)
- Southern CFS Authority – expired as of March 2012

The Department told us that it is in the process of amending all CFS Authority Agreements to incorporate the requirements of the new funding model. We urge the Department to sign new agreements with all CFS Authorities as quickly as possible.

Web Version

## Follow-up of Our December 2006 Report

### 2006 Recommendation 6 - Tracking receipt of Authority reports

That the Department (CFS Division) develop follow-up procedures should CFS Authorities not provide the required reports and information within established deadlines, and establish corrective action plans.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* The Department did not ensure all required information was received on a timely basis, or that information received was accurate.

For the period April 1, 2003 to March 31, 2004, the Department's Agency Reporting Requirements Log indicated that mandated agencies were not consistently complying with reporting requirements. There were no corrective action plans requested of mandated agencies that did not meet the reporting requirements.

**Note:** As part of devolution, responsibility for the monitoring of mandated agencies was transferred to the Authorities. The Department became responsible for monitoring the financial operations of the Authorities. Recommendation 6 was drafted with the transfer of responsibilities due to devolution in mind.

#### Status at May 2012

#### Recommendation 6 - Implemented

Agreements with the CFS Authorities specify that reports and financial statements are to be provided in accordance with the Financial Reporting Requirements developed by the Department.

The Department has developed a Protocol document to guide the monitoring of Authority compliance with the Financial Reporting Requirements. A database tracks the receipt of required reports. If reports are not received, the Protocol specifies the progressively demanding steps to be followed to rectify the situation, culminating with the requirement for a site visit and financial review.

Department documents indicate that it has experienced difficulties in obtaining required reports from some CFS Authorities in a timely manner. In 2011, Internal Audit and Consulting Services was engaged to conduct 2 financial reviews. The Department indicated that examining compliance with the Financial Reporting Requirements was identified as a priority area to address in these examinations. At the end of May 2012 a draft report for one of these reviews was provided to the Department.

## Follow-up of Our December 2006 Report

### 2006 Recommendation 7 - Analysing Authority reports

That the Department (CFS Division) analyse CFS Authorities financial reports on a timely manner, in compliance with implemented guidelines and associated checklists.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* The Department did not ensure that information was accurate.

As contained in the Child and Family Services Policies and Procedures Manual, the Department had created "Agency Review and Analysis Guidelines" for the review of mandated agency financial information. We found minimal evidence that these guidelines, and the associated checklists, were used and completed on a routine basis.

Mandated agency submissions were to be used to complete a monthly financial status report and prepare cash flow information. The purpose was to ensure that overall funding was available to meet known expenses, and to monitor that the annual appropriation of the Department was not exceeded. Monthly financial information from mandated agencies was not being received. As a result, the status reports were not regularly prepared by the Department.

Department staff advised that only limited analysis of financial information received was conducted on a regular basis. Typically this analysis focused on verifying that Provincial funding provided to the mandated agencies had been reported correctly, and on identifying the surplus or deficit position of the mandated agency. This was done to provide Department management with the financial status of the mandated agencies.

Department staff further advised that more focused financial analysis was performed only when mandated agencies brought concerns to their attention regarding their financial position.

**Note:** As part of devolution, responsibility for the monitoring of mandated agencies was transferred to the Authorities. The Department became responsible for monitoring the financial operations of the Authorities. Recommendation 7 was drafted with the transfer of responsibilities due to devolution in mind.

#### Status at May 2012

#### Recommendation 7 - In progress

The Department is in the process of building its staffing capacity to analyze the financial reports that are received from Authorities. The information gathering and analysis templates that were created by the Department's Agency Accountability and Support Unit for the analysis of external service provider information, have been adopted for use in analysing CFS Authority information.

## Follow-up of Our December 2006 Report

### 2006 Recommendation 8 - Using statistical information

That the Department (CFS Division) develop guidelines for analysing statistical information received from the CFS Authorities on the child care system and that these reviews be conducted in a timely manner.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* There was limited monitoring of the financial and statistical information received from mandated agencies.

CFSIS is capable of generating a number of monthly mandated agency statistical reports. We were unable to locate any guidelines on how the Department was to review and analyse mandated agency statistical information. Statistical information was not used by the Department to guide mandated agencies in setting service priorities and budget allocations or in identifying weaknesses in the operational performance (ie. Compliance with standards, efficiency, caseload) of mandated agencies.

**Note:** As part of devolution, responsibility for the monitoring of mandated agencies was transferred to the Authorities. The Department became responsible for monitoring the financial operations of the Authorities. Recommendation 8 was drafted with the transfer of responsibilities due to devolution in mind.

#### Status at May 2012

### Recommendation 8 - Alternative solution implemented

Subsequent to our 2006 Report, the Department created the Planning and Analysis Unit. A key function of the Unit is to analyse information in CFSIS both in response to management enquiries but also on its own initiative.

Examples of the Unit's recent efforts to take more advantage of the information in CFSIS includes the following:

- The Unit is in the process of exploring ways to extract and analyse child maintenance information.
- The recent move to active cases for determining mandated agency funding levels has resulted in the Unit, on a monthly basis, extracting information from CFSIS in order to assess cases against the active case criteria. Active case reports are then generated for Department, CFS Authority and mandated agency review and action.

In addition to the use of CFSIS by the Planning and Analysis Unit, the funding model requirement that mandated agencies develop and annually update business plans will require more regular use of CFSIS information by the mandated agencies. The instructions on the development of the business plans require the detailed analysis of case statistics in support of agency priorities.

## Follow-up of Our December 2006 Report

### 2006 Recommendations 9 and 10 - Conducting QA reviews

9. That the Department (CFS Division) update their Quality Assurance (QA) Manual in a timely manner to reflect amendments to the Policy and Procedures Manual, the Case Management Standards Manual, and the Program Standards Manual. This would involve developing a quality assurance process to examine all key CFS Authority operations.
10. That the Department (CFS Division) conduct QA reviews of CFS Authorities.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* The Department did not have an effective QA Review Program

The Department had a Quality Assurance Manual that provided guidance on the conduct of QA reviews. This material contained data collection forms; interview questions for mandated agency board members, the Executive Director, supervisors, and staff, along with the local child care committee, child abuse committee members and community members; and interview questions for the child's worker, foster parent(s), and foster family support worker in the foster program. The Quality Assurance Manual was not updated for program and service standards manual changes that occurred in 1999 and 2001. As a result, QA reviews that were conducted between January 2000 and October 2001 referenced the 1988 standards, instead of the revised standards.

At the time of our audit, CFS Authorities had been provided with a manual titled *Agency Relations – Roles, Functions, and Responsibilities*. This Manual contained guidelines for QA reviews of agencies. However, the QA review material was not subsequently updated and contained certain old child care standards.

#### Status at May 2012

##### Recommendation 9 - Implemented    Recommendation 10 - In progress

In 2010 the Department issued the document titled *A Continuous Quality Improvement Framework (CQI) for Manitoba's Child Welfare System*.

"The purpose of the CQI Framework is to outline the Child and Family Services Division concept of CQI for itself, the 4 CFS authorities and other service providers funded by the Child Protection Branch.

The Framework includes a literature review, potential roles and responsibilities of key stakeholders, exploring how to link legislation, regulations, standards and outcomes for an outcome-focused CQI process, methods of data collection and analysis, an implementation timeline and generic annual CQI cycle, a consultation plan and a summary in the form of a potential CQI review template."

More recently, the Department issued a document titled *Continuous Quality Improvement of Authorities Statement of Framework*. The Framework specifies that each CFS Authority will be subject to a full Continuous Quality Improvement Review every 5 years, with reduced scope

## Follow-up of Our December 2006 Report

### *2006 Recommendations 9 and 10 (cont'd)*

reviews to take place on an annual basis. The depth and scope of both the full and annual reviews to be determined based on issues encountered in previous reviews that merit re-examination and assessment. The framework identifies 8 review components, as follows:

- Authority Governance
- Authority Operations
- Issues Management
- Financial Management
- Service Child in Care
- Quality Assurance of Agencies
- Hiring, Education and Training

For each component, the Framework document includes suggested performance expectations and methodologies. The Department plans to further develop these areas as reviews are conducted. To date the Financial Management component has been fully developed with the assistance of Internal Audit and Consulting Services.

Full CQI reviews have not been completed on any of the 4 CFS Authorities, but the Department told us that full CQI reviews have been started on 2 CFS Authorities. In addition, as noted in Recommendation 6, a financial review has been completed on one CFS Authority and is in progress on another.

Our December 2006 Report included 39 recommendations that were directed to the CFS Authorities. We believe that the Department should follow-up on the resolution of the underlying issues as part of any future Quality Assurance review of a CFS Authority. The 39 recommendations are listed in Appendix B.

## Follow-up of Our December 2006 Report

### 2006 Recommendations 11 and 12 - Requesting agency QA reviews

11. Where the Department (CFS Division) has requested a Quality Assurance (QA) review of a mandated agency, that a plan of action for each recommendation in the QA report be required from the CFS Authority.
12. Where the Department (CFS Division) has requested a QA review of a mandated agency, that follow-up should be jointly coordinated with the CFS Authority.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* The Department did not follow-up on the progress made by mandated agencies in implementing QA review recommendations.

Prior to devolution, the Department conducted QA reviews on mandated agencies. Documented departmental follow-up reviews were not on file for the 7 QA review reports we examined. Department staff advised that, generally, follow-up visits would occur 6 months after reports were issued, and that procedures conducted and progress made by the mandated agency was not documented. This informal follow-up process provided the Department with limited assurance that identified deficiencies were being appropriately addressed.

**Note:** As part of devolution, the power and duty to conduct QA reviews of mandated agencies was transferred to the CFS Authorities. The Director of CFS must now direct requests for QA reviews of mandated agencies to the responsible Authority. Recommendation 11 and 12 were drafted with the transfer of responsibilities due to devolution in mind.

#### Status at May 2012

### Recommendations 11 and 12 - Alternative solution implemented

To date, the Department has not invoked its right to request a QA review of a mandated agency. The Department told us that it prefers to work in a collaborative manner with the CFS Authorities on the QA reviews an Authority chooses to conduct. Department records indicate that 5 such reviews have been completed and that another 4 are underway.

In addition, as noted in Recommendations 9 and 10, the Department is conducting QA reviews on Authorities. An element of such reviews is ensuring that an Authority is properly following-up on the recommendations it makes to mandated agencies

## Follow-up of Our December 2006 Report

### 2006 Recommendation 13 - Use of CFSIS

That the Department (CFS Division) in conjunction with the CFS Authorities clarify and confirm their expectations of how the Child and Family Services Information System (CFSIS) is to be used by the CFS Authorities and mandated agencies.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* CFSIS was not accurate or complete.

CFSIS was developed by the Department as a case management system to be used by mandated agency workers, supervisors, and administrative staff for case recording, and for managing the provision of services to children and their families (including foster home placements), and as such, to provide the Director of CFS with Province-wide information on child and family service cases. However some mandated agencies were using a different case management system. In these instances, the mandated agencies remained responsible for either updating CFSIS accurately, or for providing the pertinent information to the Department who would then input the information. Accurately updating CFSIS in a timely manner is important to ensure that reliable provincial information is available for centralized child care system planning, resource coordination and performance analysis.

During our audit of 3 agencies we identified instances where the number of children in care in CFSIS did not match the mandated agencies' internal records.

While few in total, a system that does not include regular reconciliation of differences between a mandated agency's information and CFSIS information creates a possibility that the Director of CFS will not be aware of a child in care, and may not have timely access to that information if needed.

#### Status at May 2012

### Recommendation 13 - Implemented

In a letter to each of the Authorities, dated April 10, 2010, the CFS Executive Director stated that "*effective immediately it is a requirement that all cases, (federal and provincially funded) be entered, updated, managed and closed when appropriate*" in CFSIS. We were told by CFS officials that for the few northern agencies with connectivity problems, work-around solutions are in place to help ensure agency information was updated in CFSIS within a reasonable time frame.

The Department's new funding model for Authorities and mandated agencies (see Recommendations 18, 19, and 20) bases funding on "active cases". As noted in Recommendation 8, the Department recently began monitoring active cases using CFSIS. The Department believes that the monitoring of active cases through CFSIS, for the purpose of determining agency funding amounts, will help ensure both Authorities and mandated agencies maintain up to date CFSIS records.

## Follow-up of Our December 2006 Report

### 2006 Recommendation 14 - Child maintenance specialized parent category

That the Department (CFS Division) develop a standardized approach for addressing the "specialized parent" category used by various mandated agencies resulting in a provincial system that ensures equity among all foster parents.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* Two of the 4 mandated agencies we audited funded certain foster parents outside of the Department's child maintenance system.

The funding category "specialized foster parent" used by the 2 agencies we audited was not established by the Department. The rates were set by the mandated agencies and were not approved by the CFS Division. Our understanding is that other mandated agencies had also set their own "specialized foster parent" rate. The rationale for the established rates was unclear. However, based on discussions with staff, this category of funding was established to retain valued foster parents. Mandated agency staff indicated that there had been competition between mandated agencies for "specialized foster parents", and rates could have escalated at the expense of the CFS Division. CFS Division staff indicated that regulating the rate for "specialized foster parents" was not being considered.

#### Status at May 2012

#### Recommendation 14 - In progress

In June 2011 the Department and Authorities established a Child Maintenance Working Group. The purpose of the Working Group is to examine and make recommendations with regards to child maintenance. The Working Group's *Statement of Work* includes the drafting of a "*detailed work plan designed to implement the recommendations from the external reviews related to child maintenance.*" Recommendations 14, 22, 23 and 24 are included in the *Statement of Work*. The Department did not provide us with a copy of a detailed work plan, but a high level schematic of the Working Group's process indicates that they plan to complete their work by January 1, 2013.

## Follow-up of Our December 2006 Report

### 2006 Recommendation 15 - Minimizing duplicate child records in CFSIS

That the Department (CFS Division) explore the benefits of assigning unique identifying numbers to each child in care in the Child and Family Services Information System (CFSIS).

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* The CFS Division did not confirm that all children included in mandated agency billings were accurately recorded in CFSIS.

CFSIS did not include a unique identifier for a child in care such as the Personal Health Identification Number (PHIN) in health. The use of a unique identifier would help ensure each child is registered only once in CFSIS, and help ensure continuity of the child care history. At the time of our audit, when a child entered the system, CFSIS only enabled a search by name.

#### Status at May 2012

#### Recommendation 15 - Alternative solution implemented

Prior to creating a new child record, case workers can now determine if a child is already in the system by conducting a search by child name as well as gender, age, and year of birth. The search function provides a probability of match result (a percentage) next to each potential match. Case workers must then assess whether one of the high probability matches is the specific child in question.

We analysed an extract of the above noted data fields from CFSIS and determined that some duplicate records continue to exist.

We urge the Department to perform periodic analyses of CFSIS information to eliminate duplicate records in the system. We also urge the Authorities to ensure all of their case workers are properly using the search function before creating a new child record.

## Follow-up of Our December 2006 Report

### 2006 Recommendation 16 - Chief Medical Examiner reports

That the Department (CFS Division) in coordination with the CFS Authorities develop guidelines as to when a review is to be conducted in response to the Chief Medical Examiners (CME) report.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* CME recommendations dealing with the failure to comply with Provincial standards did not always result in a QA review being conducted. CFS did not document their assessment of the severity of those recommendations and conclude whether or not a systemic review was needed.

At the time of our audit, the CME, under *The Fatalities Inquiries Act*, investigated all child deaths. The CMEs report and recommendations were provided to the CFS Director who forwarded the reports to the CFS Authority for responses to the recommendations, including actions taken by the mandated agency, to resolve the issue.

We reviewed 16 of the 20 open files. We noted that in 6 of these files, the recommendations from the CME indicated that the mandated agencies were not maintaining their files up to the provincial standards. The CFS Division was not satisfied that sufficient actions had been taken to address the CME recommendations but had not yet taken action to request a Quality Assurance Review. (Note: Section 18 of *The CFS Act* granted CFS Authorities the power and duty to conduct QA reviews of mandated agencies. As a result, if the Director of CFS wants a QA review of an agency, a request for such a review must be made to the pertinent CFS Authority.)

#### Status at May 2012

### Recommendation 16 - Alternative solution implemented

In Manitoba Ombudsman's 2006 report titled *Strengthen the Commitment*, the Ombudsman recommended changes to the process for investigating and reporting on the deaths of children who were in the care of the child welfare system, had recently been in care, or whose families had received services from the system. Subsequently, in September 2008, *The Fatalities Inquiries Act*, *The CFS Act*, and *The Ombudsman Act* were amended. As a result, the responsibility for the review of child deaths was transferred from the Chief Medical Examiner to the Children's Advocate and the Ombudsman became responsible for monitoring the implementation of the recommendations contained in the Children's Advocate reports and, in an annual report to the Assembly, for reporting on the implementation of those recommendations.

The Ombudsman's first report on the implementation of The Children's Advocate's recommendations was issued in 2011. In the report the Ombudsman states:

"Many of the processes and procedures necessitated by the amendments were not in place at the time of the transfer of responsibility for child death reviews, and therefore continue to be developed, refined and revised. The limited number of reports completed by March 31, 2011 reflects transitional challenges that were expected, and as well raises some concerns with the

## Follow-up of Our December 2006 Report

### *2006 Recommendation 16 (cont'd)*

extent to which adequate administrative processes have been developed and implemented to achieve the objectives of the reviews. Because of these limited results, and because of issues identified by a number of decision-makers in the child welfare system, this first report is focused on the administrative processes that have been implemented to date, their strengths and weaknesses, and areas where improvements have been and can be made. Subsequent reports will provide information on recommendations made and their implementation."

Our initial recommendation was in direct response to the lack of action by certain agencies to recommendations issued by the CME. Monitoring by the Ombudsman of the implementation status of Children's Advocate recommendations, and the public reporting of implementation status by the Ombudsman, greatly enhances the public accountability of organizations responsible for the implementation of Children's Advocate recommendations.

## Follow-up of Our December 2006 Report

### 2006 Recommendation 17 - Updating the Child Abuse Registry

That the Department (CFS Division) work in partnership with the Courts Branch and Public Prosecutions Branch to develop a formal system to convey information on child abuse convictions to the Child Abuse Registrar in a timely manner.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* The Child Abuse Registry was not notified of convicted child abuse offenders in a timely manner.

The Registrar for the Child Abuse Registry advised us that the parties responsible for providing information on convicted child abusers did not always provide this information. The Department advised that they had identified this issue and were in the process of reviewing certain cases to determine if registry should have occurred.

We noted that the CFS Division had sent letters in 2003 to the Courts Division; Public Prosecution Branch; and Peace officers, Police and Probation reminding them of their responsibility to notify the Child Abuse Registrar of anyone who should be registered.

#### Status at May 2012

#### Recommendation 17 - In progress

In January 2007 an Operational Review of the Child Abuse Registry was initiated. The Review examined policies, procedures and processes to identify ways to improve the effectiveness of the Registry. The issue of processing time was included in the Review. In March 2010, the Committee in charge of the Review released its report. The Report includes 22 recommendations and proposes the relative priority of each recommendation by categorizing each as either *“Immediate action required”* (8 in total); *“Action Required in Short-term”* (11 in total); and *“Action Required over the Longer-term”* (3 in total). The recommendations are being tracked in the Department’s recommendation database. The status of all the recommendations is noted as *“pending”*.

At the time of our audit the Department had developed a form for use by the Public Prosecution Branch and the Courts Branch for reporting child abuse convictions to the Child Abuse Registry. We were told that challenges continue regarding the proper completion and submission of the form.

## Follow-up of Our December 2006 Report

### 2006 Recommendations 18, 19 and 20 - Funding model

18. That the Department (CFS Division), in collaboration with the CFS Authorities, determine and assess the rationale and logic for the existing funding models' assumptions, base amounts and calculations, as well as assess whether the models provide fair and equitable funding to the mandated agencies for child maintenance and services to families. If it is determined that fair and equitable funding is not being provided, that an alternative funding model be developed.
19. That the Department explore entering into discussions with the federal government to obtain required information on federal children in care to enable a comparison of funding levels for federal and provincial children in care. If federal funding is significantly lower than provincial funding levels that the Province determine the impact on the CFS Authority and mandated agency's ability to meet provincial standards of care for federal children and take appropriate action.
20. That the Department (CFS Division), in collaboration with the CFS Authorities, review the funding model on a periodic basis to ensure continuing appropriateness.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* Funding models were not adequately documented, and there was a lack of support to assess whether funding assumptions were reasonable and in certain cases, whether funding calculations were valid. In addition, funding models were not reviewed and updated on a periodic basis.

CFS Division staff could not explain how the funding models were developed, and how they linked to service standard expectations. Staff believed that appropriate studies had been conducted to support the development of the funding models originally, but were unable to locate the studies. As a result we were unable to determine whether these assumptions continued to be valid, fair and equitable.

CFS Division staff were unable to provide explanations for differences in the funding calculations (formulas) used for each type of mandated agency as well as the differences in the base amounts for each component of the calculation (salary, travel, office operations, office/building maintenance, professional fees and other).

The Department did not ensure that combined Federal/Provincial funding for First Nation agencies was consistent with the level of funding to mandated agencies only funded by the Province.

Funding models were not reviewed and updated on a periodic basis. The continuing validity of the funding models was not periodically assessed.

## Follow-up of Our December 2006 Report

### 2006 Recommendations 18, 19 and 20 (cont'd)

#### Status at May 2012

#### Recommendations 18, 19 and 20 - Implemented

In 2011 a new funding model was developed.

The *Explanatory Guide for Manitoba Child and Family Services Funding* states:

"The intention of the Manitoba Funding Model is threefold:

- To meet the goal of transparent and reasonably comparable funding regardless of geographic location or source of funding. The Model changes the method in which Authorities and their mandated CFS agencies are funded – and offers a coordinated and harmonized funding formula for all agencies in Manitoba, regardless of their funding source.
- To provide Authorities and their agencies with the resources required to fulfil their mandate, as required by legislation and regulations.
- To offer an enhanced capacity for the child welfare system to provide support services to families where immediate child protection services or the apprehension of a child is not warranted – but where families are struggling with challenges that, if left unaddressed, could result in children being at risk in the future."

The model comprises the following categories of funding: core CFS Authority staffing and operating, agency core, child protection, prevention, child maintenance, and residential care placement resources.

The model specifies how federal and provincial funding for Agency operations is calculated.

In March/April 2011 the Canada and Manitoba governments signed a *Memorandum of Understanding - Integration of Funding for First Nations Child and Family Services Agencies in Manitoba* establishing the use of the new funding model. The *Memorandum of Understanding* includes a provision for the eventual evaluation of the Federal-Provincial Child Welfare Funding Model.

The new funding model indicates that "*existing Child Maintenance policies and procedures will continue after the introduction of the new funding model*". Our 2006 recommendations 14, 22, 23 and 24 relate to child maintenance policies and procedures. These recommendations remain in progress.

## Follow-up of Our December 2006 Report

### 2006 Recommendation 21 - Communicating funding details

That the Department (CFS Division) include with the funding letters an attachment that details how the CFS Authorities funding is determined.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* There was inadequate communication of how mandated agency funding was determined.

The Department had outlined for mandated agencies, in funding letters, the amounts that they were to receive, along with the portion identified for operating costs and for child maintenance. The letters indicated that funding was based on the estimated number of days in care, but few other specifics were provided on how funding levels were determined.

**Note:** As part of devolution, responsibility for the funding of mandated agencies was transferred to the Authorities. The Department became responsible for funding Authorities.

Recommendation 21 was drafted with the transfer of responsibilities due to devolution in mind.

#### Status at May 2012

#### Recommendation 21 - Implemented

As noted on the status sheet for Recommendations 18, 19, and 20, a new funding model was developed in 2011. The *Explanatory Guide for Manitoba Child and Family Services Funding* was provided to each Authority. In addition, the Department has provided each Authority with the Excel spreadsheet that the Department uses to calculate agency funding amounts (based on the new funding model).

## Follow-up of Our December 2006 Report

### 2006 Recommendation 22 - Child maintenance - Assessing needs

That the Department (CFS Division) in conjunction with the CFS Authorities, review the existing needs assessment scoring tools for fee-for-service to understand the different approaches in place and from this, develop a standardized scoring tool that would be used Province-wide.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* Different needs assessment scoring tools were used by mandated agencies.

The CFS Division's Agency Relations Manual included a tool entitled *Child Assessment Format*. This was designed as a standard scoring tool for the determination of the special needs daily rate for each child in care. Discussions with CFS Division staff indicated that they did not enforce the use of this standard scoring tool, even though the results from using different scoring tools could vary. The 4 mandated agencies we examined each used a different needs assessment scoring tool for determining the special needs daily rate for each child in care. None of the mandated agencies we examined used the CFS Division's *Child Assessment Format*.

#### Status at May 2012

#### Recommendation 22 - In progress

In June 2011 the Department and Authorities established a Child Maintenance Working Group. The purpose of the Working Group is to examine and make recommendations with regards to child maintenance. The Working Group's *Statement of Work* includes the drafting of a "detailed work plan designed to implement the recommendations from the external reviews related to child maintenance." Recommendations 14, 22, 23 and 24 are included in the *Statement of Work*. The Department did not provide us with a copy of a detailed work plan, but a high level schematic of the Working Group's process indicates that they plan to complete their work by January 1, 2013.

## Follow-up of Our December 2006 Report

### 2006 Recommendation 23 - Child maintenance - Daily rate

That the Department (CFS Division) and the CFS Authorities approve a daily rate to be applied to the fee-for-service that is sensitive to the current local conditions and is established and reviewed annually for each mandated agency.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* Similar needs children were funded at different rates.

The rate for the “fee for service” component of the special needs rate per day was established by each mandated agency and was not consistent between mandated agencies because mandated agencies used a different scoring system. As such, because there was different scoring tools in place, children in different mandated agencies were funded for special needs at different rates. The assessment systems used by each of the 4 mandated agencies for the maximum needs child, would have resulted in significant differences in the fee for service cost per day ranging from \$40 to \$58 per day. The CFS Division was not monitoring the various needs assessment tools in place to ensure that the use of different scoring systems and daily rates resulted in consistent and equitable funding between children with similar special needs.

#### Status at May 2012

#### Recommendation 23 - In progress

In June 2011 the Department and Authorities established a Child Maintenance Working Group. The purpose of the Working Group is to examine and make recommendations with regards to child maintenance. The Working Group’s *Statement of Work* includes the drafting of a “*detailed work plan designed to implement the recommendations from the external reviews related to child maintenance.*” Recommendations 14, 22, 23 and 24 are included in the *Statement of Work*. The Department did not provide us with a copy of a detailed work plan, but a high level schematic of the Working Group’s process indicates that they plan to complete their work by January 1, 2013.

## Follow-up of Our December 2006 Report

### 2006 Recommendation 24 - Child maintenance - Reviewing needs

That the Department (CFS Division) assess the continuing appropriateness of their Agencies Funding Guidelines that requires mandated agency SNCs review child assessment needs every 6 months. If the CFS Division confirms the continuing appropriateness of those guidelines, that the CFS Division ensure the CFS Authority and the mandated agency funding models appropriately reflect the resources required to meet this standard. If a different standard is deemed to be appropriate, that the policy be revised and communicated to the mandated agencies.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* The Special Needs Committees at the 4 mandated agencies we audited were not reviewing each child's maintenance needs at least every 6 months as required by the CFS Division.

The Department's Agencies Funding Guidelines stated that "*special needs funding should be reviewed every 6 months by the 'panel' or 'committee'.*" The objective of conducting a child maintenance review every 6 months is to determine whether the needs of the child have changed, therefore requiring either increased or decreased funding to the foster parents for providing foster care. From our review of 83 randomly selected children in care files at the 4 mandated agencies we examined, we found that for 49 files, or 59%, the child's maintenance needs had not been reviewed by the applicable mandated agency's special needs committee in over 6 months.

#### Status at May 2012

#### Recommendation 24 - In progress

In June 2011 the Department and Authorities established a Child Maintenance Working Group. The purpose of the Working Group is to examine and make recommendations with regards to child maintenance. The Working Group's *Statement of Work* includes the drafting of a "*detailed work plan designed to implement the recommendations from the external reviews related to child maintenance.*" Recommendations 14, 22, 23 and 24 are included in the *Statement of Work*. The Department did not provide us with a copy of a detailed work plan, but a high level schematic of the Working Group's process indicates that they plan to complete their work by January 1, 2013.

## Follow-up of Our December 2006 Report

### 2006 Recommendation 25 - Periodic updating of child care plans

That the Department (CFS Division) in collaboration with the CFS Authorities clarify the standard for the minimum frequency for updating child care plans.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* Child Care Plans were not consistently updated annually.

At the time of our audit, CFS Division staff indicated that while the standards were vague regarding frequency of child care plan updates, they expected the care plans would be updated at least annually. This expectation was not met on a consistent basis, as we found that of 120 files reviewed, 18 care plans (15%) were not updated within the year ended March 31, 2004 and 13 (10%) could not be located.

#### Status at May 2012

#### Recommendation 25 - In progress

The Department's Case Management Standards, last updated on November 23, 2009, state that "*the case manager ensures service plans, and where applicable, safety and care plans, are updated based on decisions at the review stage*". As a result, the standard for the updating of care plans is embedded in the review stage standards. This was also the case with the 2001 Standards.

Of continuing concern is that the updated Standard regarding the minimum frequency for conducting reviews remains largely unchanged from the 2001 Standard (the standard that was criticised by some CFS staff for being vague, as noted in our 2006 report). The revised standard states, "*The supervisor reviews all open cases with the case manager at least once every three months.*", a slight wording change from the 2001 Standard that stated the timeframe as "*quarterly*". In addition, unchanged from 2001, the review stage instructions do not specifically refer to the updating of care plans.

The Department told us that the Inter-Authority Standards Working Group is working on changes to the Case Management Standards.

## Follow-up of Our December 2006 Report

### 2006 Recommendation 26 - Supervisory reviews

That the Department (CFS Division) assist the CFS Authorities in developing a standard supervisory review process and form.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* Quarterly supervisory reviews were not consistently documented to evidence that they were performed on all open child care files.

At the time of our audit, Case Management Standards in the Agencies Relations Manual required that supervisors conduct *“regular quarterly reviews of all open cases”* with the case manager. Supervisory reviews, in part, were intended to ensure that the case managers were complying with case management standards for the child in care cases assigned to them. This expectation was not met on a consistent basis as we found that of a total of 120 sample files, 95 (79%) lacked evidence that supervisory reviews were done on a quarterly basis. In addition, the Case Management Standards provided no direction on what a supervisory review should focus on.

#### Status at May 2012

#### Recommendation 26 - Alternative solution implemented

Department Case Management Standards are available to Authorities to assist them in developing their own policies. These Standards require that supervisors to review all open cases with the case manager at least once every 3 months. Detailed supervisory expectations are not included in the Case Management Standards.

Guidance on detailed supervisory expectations and sample checklists are included in the Department's training materials and program. In 2011-2012, the Department revised its core curriculum for Child Welfare Supervisors and Managers. The curriculum includes 6 integrated modules on the competencies for child welfare supervisory practice. The competencies include:

- knows the importance of regular monitoring and feedback in assuring effective staff performance
- knows data sources and data collection strategies that can support ongoing monitoring of worker completion of job responsibilities
- understands the importance of thorough and accurate case records in monitoring and evaluating the quality of worker activities
- knows how to use one-on-one supervision, unit meetings, case reviews, and observations of caseworkers as ongoing strategies to identify staff's developmental needs.

While training materials provide staff with useful information, to further assist Authorities in developing specific supervisory requirements, we urge the Department to incorporate the critical aspects of these materials into the Case Management Standards and related sample forms and checklists.

## Follow-up of Our December 2006 Report

### 2006 Recommendation 27 - Periodic reviews for criminal records

That the regulations be amended to require that criminal record, child abuse registry, prior contact and medical record checks be updated periodically for foster parents and other adults with unsupervised access to foster children.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* Criminal, medical, child abuse or prior contact checks were not required at the time of re-licensing.

We found a significant percentage of checks were either not on file, or were over 5 years old. These checks were only required of foster parents when the home was initially licensed. *The CFS Act* states that when licenses are renewed consideration should be given to: “*whether the licensee can protect, nurture and care for children placed in the home and to meet their needs.*” Re-checks were not specifically required.

Other adults living in the home, along with respite workers, did not require medical checks, but did require criminal record, child abuse registry and prior contact checks only at the time they began living in the home, or serving as a respite worker.

#### Status at May 2012

#### Recommendation 27 - In progress

The Department told us that this recommendation will be considered during an upcoming planned review of CFS legislation.

The Department highlighted section 3(4) of the Child and Family Services Regulation which provides the child welfare system with some ability to conduct a further check on an individual. Section 3(4) states:

“Where the agency, the mandating authority or the director receives information that causes it to believe that the person may pose a risk to children or be unable to discharge his or her responsibilities, the agency, the mandating authority or the director may request that the person consent to a subsequent child abuse registry check and a criminal record check.”

## Follow-up of Our December 2006 Report

### 2006 Recommendation 28 - Public sector compensation disclosure

That the Department (CFS Division) ensure that the CFS Authorities and their mandated agencies comply with *The Public Sector Compensation Disclosure Act*.

#### Description of the issue - 2006 Report

**2006 Audit Conclusion:** For the years ended March 31, 2003 and 2004, 2 of the 4 mandated agencies we reviewed were not in compliance with *The Public Sector Compensation Disclosure Act*.

One mandated agency compiled a schedule but did not have it audited, and the other mandated agency only disclosed, as a note to their financial statements, the position titles and salary ranges.

#### Status at May 2012

#### Recommendation 28 - Implemented

Agreements with the CFS Authorities specify that reports and financial statements are to be provided in accordance with the Financial Reporting Requirements developed by the Department. These Requirements include the submission of reports under *The Public Sector Compensation Disclosure Act*.

The Department has developed a Protocol document to guide the monitoring of Authority compliance with the Financial Reporting Requirements. A database tracks the receipts of required reports. If reports are not received, the Protocol specifies the progressively demanding steps to be followed to rectify the situation, culminating with the requirement for a site visit and financial review.

Department documents indicate that it has experienced difficulties in obtaining required reports from some CFS Authorities in a timely manner (including compensation disclosure documents from 1 Authority). Internal Audit and Consulting Services was engaged to conduct 2 financial reviews. At the end of May 2012, a draft report for one of these reviews was provided to the Department.

Web Version

## Follow-up of Our December 2006 Report

### 2006 Recommendation 44 - Replacing CFSIS

That the CFS Authorities collaborate with the Department (CFS Division) on determining the future use of Child and Family Services Information System (CFSIS) or the potential for the development of a new case management system.

#### Description of the issue - 2006 Report

*2006 Audit Conclusion:* CFSIS was not accurate or complete.

CFSIS was developed by the Department as a case management system to be used by mandated agency workers, supervisors, and administrative staff for case recording, and for managing the provision of services to children and their families (including foster home placements), and as such, to provide the Director of CFS with Province-wide information on child and family service cases. However some mandated agencies were using a different case management system. In these instances, the mandated agencies remained responsible for either updating CFSIS accurately, or for providing the pertinent information to the Department who would then input the information. Accurately updating CFSIS in a timely manner is important to ensure that reliable provincial information is available for centralized child care system planning, resource coordination and performance analysis.

#### Status at May 2012

#### Recommendation 44 - In progress

In 2007/08 the Department initiated the Child and Family Services Application Transformation Project. In January 2008, a service contractor was engaged to conduct initial Project work. The contractor delivered the following:

- process models for current and future work processes
- technology assessment of the major common off-the-shelf (COTS) case management systems
- SAP fit/gap analysis to accelerate the Manitoba SAP assessment process
- change management plan
- draft implementation plan with cost estimates.

The Contractor concluded that the current system (CFSIS) could not be enhanced and that SAP should not be used. The Contractor also identified possible COTS solutions.

In December 2009, the Department (jointly with the Department of Innovation Energy and Mines) requested funds to complete the Solution Scoping phase of the Project. The Department noted a number of activities that would occur during this stage including: the refinement of business requirements; an analysis to find a “best fit” COTS solution; and significant stakeholder engagement, particularly with Authorities. The request for funds was denied by Treasury Board.

The Department did not provide any documentation or information on actions taken since December 2009 but told us that it has been working on alternative proposals.

## Appendices

## Appendix A - The nature of a review

A review provides a moderate level of assurance. Procedures are limited to enquiry, discussions with management, and review of selected documents. As a result, the risk of an inappropriate conclusion is reduced to a moderate level, and the evidence obtained enables us to conclude that information provided by management on actions taken, is plausible in the circumstances.

A review is not an audit and as such does not provide a high level of assurance. In our audits, we provide a high, though not absolute, level of assurance by designing procedures so that the risk of an inappropriate conclusion is reduced to a low level. These procedures include inspection, observation, enquiry, confirmation, recalculation, reperformance and analytical procedures. Use of the term "high level of assurance" refers to the highest reasonable level of assurance auditors provide on a subject. Absolute assurance is not possible, since an audit involves such factors as the use of judgment, the use of testing, the inherent limitations of control and the fact that much of the evidence available to us is persuasive rather than conclusive.

### Review comments

Our review was conducted in accordance with Canadian generally accepted standards for review engagements, and accordingly consisted primarily of enquiry, review and discussion of the information supplied by management.

A review does not constitute an audit and consequently we do not express an audit opinion on these matters.

Based on our review, nothing has come to our attention to cause us to believe that the information provided by the Department of Family Services and Labour does not present fairly in all significant respects, the progress made in implementing the 29 recommendations directed to the Department in our 2006 report titled: *Audit of the Child and Family Services Division Pre-Devolution Child in Care Processes and Practices*.

## Follow-up of Our December 2006 Report

### Appendix B - Recommendations from our 2006 report directed to the CFS Authorities

#### Strategic Planning and Outcome-Oriented Goals and Objectives

- That the CFS Authorities complete their Strategic Plan ensuring consistency with the strategic direction of the Department (CFS Division). The CFS Authority Strategic Plan could include:
  - vision and mission statements
  - strengths, weaknesses, opportunities, and threats
  - the goals (priorities) of the CFS Authorities
  - the key result areas
  - the objectives to meet those goals (priorities)
  - performance measurements (balanced mix of outputs and outcomes) to evaluate and assess the key result areas
  - performance targets to measure against
  - a year-to-year comparison of performance
- That the CFS Authorities identify outcome-oriented objectives and priorities for the provision of services to child in care and families consistent with Department (CFS Division) objectives and priorities.
- That the CFS Authorities develop output/outcome measures on which mandated agency performance would be assessed.
- That the CFS Authorities include a strategic plan as part of the mandated agency reporting requirements, and develop content and format expectations. These expectations would include the need to incorporate in their planning process the output and outcome measures developed by the Department (CFS Division) or the CFS Authorities to measure mandated agency performance.

#### Service Purchase Agreement

- That CFS Authorities negotiate SPAs with all mandated agencies in a timely manner.
- That the format for SPAs include provisions that clearly identify program result expectations, define the funding model, and identify the content, timing and format of serious occurrence reports.

#### Monitoring of mandated agencies

- That the CFS Authorities develop follow-up procedures when mandated agencies fail to provide the required reports and information within established deadlines and establish corrective action plans.
- That the CFS Authorities require mandated agencies to prepare financial statements in accordance with Generally Accepted Accounting Principles.
- That the CFS Authorities implement guidelines and associated checklists for analyzing mandated agency financial reports and conduct these reviews in a timely manner.
- That the CFS Authorities develop guidelines for analyzing statistical information and that these reviews be conducted in a timely manner.

### *Appendix B (cont'd)*

#### **QA reviews**

- That the CFS Authorities develop a risk-based QA review plan that schedules mandated and other agency reviews on a regular cycle.
- That the CFS Authorities update their QA manual in a timely manner when departmental standards and policies are amended.
- That the CFS Authorities QA reviews include an assessment of the appropriateness of the SNC approved rates.
- That the CFS Authorities clearly identify the sample selection approach in the QA reports.
- That the CFS Authorities include a review of mandated agency expenditure governance as part of their mandated agency's QA review process.

#### **CFSIS completeness and accuracy**

- That the CFS Authorities collaborate with the Department (CFS Division) on determining the future use of CFSIS, or the potential for the development of a new case management system.

#### **Validity and accuracy of mandated agency child maintenance billings**

- That the CFS Authorities ensure that the billing form includes information on the SNC's approved rate, and the date it was approved.
- That the CFS Authorities prepare a manual on how to properly complete their billing form, in particular how to bill for respite, therapy, travel and other special needs services, and on what constitutes allowable expenditures.
- That the CFS Authorities ensure that their billing review procedures include:
  - reviewing significant increases to special needs rates
  - agreeing a random selection of rates billed for specific children to the SNC approved rate calculation form
  - ensuring all children on all agency monthly billings are listed as active for that agency on CFSIS.

#### **Funding model**

- That the CFS Authorities in collaboration with the Department (CFS Division), determine and assess the rationale and logic for the existing funding models' assumptions, base amounts and calculations, as well as assess whether the models provide fair and equitable funding to the mandated agencies. If it is determined that fair and equitable funding is not being provided, that an alternative funding model be developed.

#### **Periodic reviews of funding model**

- That the CFS Authorities in collaboration with the Department (CFS Division), review the funding model on a periodic basis to ensure continuing appropriateness.

#### **Communication of determination of funding**

- That the CFS Authorities include with their funding letters to mandated agencies an attachment that details how their funding is determined.

## Follow-up of Our December 2006 Report

### Appendix B (cont'd)

#### Standardized needs assessment tool

- That the CFS Authorities, in collaboration with the Department (CFS Division), and their mandated agencies review the existing needs assessment scoring tools for fee-for-service to understand the different approaches in place and from this, develop a standardized scoring tool that would be used province-wide.
- That the CFS Authorities, in conjunction with the Department (CFS Division) approve a daily rate to be applied to the fee-for-service that is sensitive to the current local conditions and is established and reviewed annually for each mandated agency.
- That all CFS Authorities conduct needs assessments for all children in care affected by the rate freeze to determine whether the rate freeze has impacted the ability of foster parents to meet the needs of children in their care.

#### Care plans

- That the CFS Authorities, in coordination with the Department (CFS Division) clarify the standard for the minimum frequency for updating child care plans. Plans could also be reviewed from a long-term outcome perspective and to see if the child is benefiting from the assessment conducted.
- That the CFS Authorities ensure that the mandated agencies comply with the standard for the minimum frequency for updating child care plans.

#### Mandated agency supervisory reviews

- That the CFS Authorities, in coordination with the Department (CFS Division), develop a standard supervisory review process.

#### Mandated agency foster home re-licensing

- That the CFS Authorities actively monitor the foster home licensing process at its mandated agencies to ensure the foster homes are appropriately reviewed and, where warranted the license is renewed prior to expiry.
- That CFS Authorities ensure, on a priority basis that expired foster home licenses are reviewed and, where warranted re-licensed and that the CFS Authorities work with the mandated agencies to ensure there are systems in place to ensure that timely review and licensing/relicensing practices are in place.

#### Administration

- That the CFS Authorities and their mandated agencies comply with *The Public Sector Compensation Disclosure Act*.
- That the CFS Authorities establish appropriate mileage rates for foster care and ensure that mandated agencies comply with the relevant guidelines that are established.
- That the CFS Authorities amend the declaration of confidentiality to include a reference to personal health information and require that the declaration be signed by all CFS Authority and mandated agency staff, foster home parents and respite workers.

### *Appendix B (cont'd)*

- That the CFS Authorities require their mandated agencies to record mandated agency allowance transactions in a separate reserve account and require the mandated agencies to provide a summarized report on how mandated agency allowance funds were utilized.
- That the CFS Authorities develop policies regarding the use of agency allowance funds to ensure that these funds are used for children in care to achieve the intended outcomes.

### **CFS Authority Boards of Directors**

- That the CFS Authorities' Boards of Directors develop monitoring processes that ensure rigorous oversight of their Authority's operations, financial management, and compliance with *The CFS Act*.
- That the CFS Authorities' Boards of Directors ensure that the functions of an audit committee (with a mandate that reflects leading practices in good governance), are fulfilled.
- That the CFS Authorities' Boards of Directors conduct periodic CEO evaluations and ensure a process is in place to review and approve CEO expenses.
- That the CFS Authorities' Boards of Directors conduct periodic Board evaluations to enable them to continuously reflect on their governance practices and make enhancements as their processes mature.

## Follow-up of Our December 2006 Report

### Appendix C - Recommendations from our 2006 Report directed to the mandated agencies

#### Monitoring of mandated agencies

- That the mandated agencies provide the required reports and information within deadlines established by their CFS Authorities.

#### CFSIS completeness and accuracy

- That the mandated agencies develop appropriate systems to ensure statistical information from the mandated agency's own case management system reconciles to that recorded in CFSIS.

#### Strategic planning and outcome-oriented goals and objectives

- That the mandated agencies complete their Strategic Plan ensuring consistency with the strategic direction of their CFS Authority. Each mandated agency's Strategic Plan could include:
  - vision and mission statements.
  - strengths, weaknesses, opportunities, and threats.
  - the goals (priorities) of the mandated agency.
  - the key result areas.
  - the objectives to meet those goals (priorities).
  - performance measurements (balanced mix of outputs and outcomes) to evaluate and assess the key result areas.
  - performance targets to measure against.
  - a year-to-year comparison of performance.
- That the mandated agencies identify outcome-oriented objectives for the provision of services to child in care and families linked to CFS Authorities objectives.
- That the mandated agencies utilize the output/outcome measures provided by the CFS Authorities, on which their performance would be assessed.

#### Mandated agency board monitoring of financial performance

- That mandated agency boards ensure financial performance is fully monitored.

#### Needs assessment tools

- That the mandated agencies cooperate with the CFS Authorities in reviewing the needs assessment tools in place with a view to the utilization of a standard needs assessment tool.

#### SNC review of special needs child maintenance rates

- That the mandated agencies SNCs adhere to provincial standards by conducting a review of each child's special needs funding every 6 months, or as communicated by the CFS Authority.
- That the mandated agencies in collaboration with their respective CFS Authorities conduct needs assessments for all children in care affected by the rate freeze to determine whether the rate freeze has impacted the ability of foster parents to meet the needs of the children in their care.

### Appendix C (cont'd)

#### Care plans

- That the mandated agencies update care plans as required by the CFS Authorities.

#### Mandated agency supervisory reviews

- That the mandated agencies conduct and document their quarterly supervisory reviews of all open child care cases, as required by the case management standards of the Department.

#### Mandated agency foster home re-licensing

- That mandated agencies review, on a priority basis, all expired licenses and renew the license, or close the foster home as appropriate and that the mandated agencies work with the CFS Authorities to ensure there are systems to ensuring timely review and licensing/re-licensing practices are in place.
- That in the future, mandated agencies scheduled and conduct licensed foster home reviews prior to license expiry dates.

#### Validity and accuracy of mandated agency child maintenance billings

- That the mandated agencies follow the CFS Authorities manual (to be developed) on how to properly complete their billing form, and in particular how to bill for respite, therapy, travel and other special needs services, and follow the manual in assessing the appropriateness of expenditures.
- That the mandated agencies ensure that the SNC approved rates are used for billing purposes.

#### Administration

- That the mandated agencies comply with *The Public Sector Compensation Disclosure Act*.
- That mandated agencies review child care related mileage claims with significant driver only distances to assess the reasonableness of the claims, and to identify opportunities to use more cost effective service providers.
- That mandated agencies ensure that agency allowance funding is used as intended for children in care. This would be assessed for compliance to the policy to be developed by the CFS Authorities.
- That mandated agencies ensure that foster home parents, and other outside workers complete the confidentiality declarations as required by Section 76(3) of *The CFS Act*.

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